10

1954 E.49 **File No.** 9720/36

**B CLASS** P.W. **DEPARTMENT**
E **BRANCH** II

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**Subject:—** Administrative Enquiry Committee
Recommendation Regarding
Delegation of Financial Powers.
to P.W.D Officers in Respect of
Administrative approval etc.

B[K]1949

**File No.** 9720/36-E(11)

Ltd. Scott. Blip. 24 A

G.R., C D., No. 2408. dated 22-6-22.]

Correspondence

# DOCKET SHEET

*Subject :—*

**File No.** 9725/36

PW DEPT.

E BRANCH. 4

*References :—*

Copies of pages of file No. B (M) 1949 are kept in this file.

| Date. | To whom sent. | Notes and instructions. |
|---|---|---|
| | | |

254. The principles governing the design and execution of all engineering works are common and there is no essential difference between irrigation works which may be classed as minor and t ose that are major. Sometimes undesirable delay may occur when a promising irrigation work which appears to be capable of irrigating say 5,000 acres at a cost of 10 lacs turns out of investigation to be still more promising, and capable of irrigating 15,000 acres at a cost of 30 lacs. It is then no longer 'minor' and so the whole of the work must be transferred to another set of engineers in another department before any further action can be taken on it.

## Intensive Irrigation.

255. The Irrigation Inquiry Committee appointed by the Government of Bombay in 1938 submitted its report in May 1938, and Government passed orders on the Committee's recommendations under Government Resolution 2488/36-P.W.D., dated 23rd March 1939, accepting a great part of the recommendations, but not those relating to equitable distribution of irrigation facilities on existing canals vide chapter V of the report on which the Committee had laid great stress. They had recommended measures necessary to effect concentrated intensive irrigation in place of the existing diffused irrigation which leads to great waste of water, to water-logging, to difficulties and expenses in effecting proper regulation of the water supplied and so to corruption in the lower grade staff. It appears to us that whilst the country is faced with shortage of food, and when we are planning to extent irrigation facilities by constructing new works costing anything between Rs. 300 and Rs. 1,000 per irrigated acre, it is necessary to adopt every possible means of utilising the stored water supplies already at hand to the best advantage. There seems to be no doubt that the saving in water that could be effected by better distribution over the commanded areas under a single major canal would be of the order of hundreds of cusecs, or in other words, of tens of thousand of acreas of irrigated

crops. .....

crops. For this reason we strongly recommend to Government that the measures recommended by the Irrigation Inquiry Committee of 1938 in chapter V of their report and summa-rised in chapter XIV, paragraph 124, may now be taken very seriously into consideration. Since exchanges of holdings is involved, it will no doubt be necessary in the first place to explain to the irrigators the full implications of the policy, by intensive and carefully planned propaganda through lectures and practical demonstrations. It is possible to take immediate steps to allot water for intensive irrigation under certain distributaries of the Nira Right Bank Canal and perhaps the Nira Left Bank Canal, in accordance with the new suggestions. When once a start is made, it will be easier to extend the process with increased pressure on cultivators who may be unwilling to co-operate. The force of public opinion is bound to work in favour of the scheme as soon as its beneficial results in freeing supplies for extended irrigation and in shaking off the incubus of the patkari begin to be realised. Such a policy of consolidating the area under irrigation would be consistent with the more active steps that Government are now taking to reorganise agriculture for the full utilisation of the natural resources of the Province.

Powers of Sanction.

256. Our picture of the departmental structure is now complete, and we proceed to define the powers of sanction of the higher officers. As the Chief Engineer is the chief technical adviser of Government in his department, we propose that there should be no limit to his power of technical sanction. His powers to accord administrative approval in respect of irrigation and public health works should also be augmented to the limit of Rs. one lakh, and he should have full powers to accept tenders without any limit and sanction the sale of surplus articles at their full value. If the deputy chief

DJT./

engineers .....

engineers are to render effective help to their Chief and give him relief in the transaction of routine duties, it would be necessary to invest them with the same powers as the Chief Engineer, to be exercised subject to his general control and supervision. A Special Engineer, though working under the deputy chief engineer concerned, should have considerable scope for independent action and his powers of sanction should be intermediate between those of a deputy chief engineer and an executive engineer. In particular we recommend that the powers of technical sanction of the Special Engineer for minor irrigation should extend to Rs. ten lakhs, which is a fairly high limit for this class of works. Incidentally we feel that it would be desirable to raise the sanctioning powers of executive engineers and subdivisional officers by about 50 per cent. in view of the increased cost of labour and materials, and in order to prevent too many references coming to headquarters for sanction on the abolition of superintending engineers' posts.

DJT./-

## Powers of Sanction.

In paragraph 256 of the report, the Administrative Enquiry Committee, 1948, has made its recommendations of the powers of sanction of the higher officers, mainly in respect of administrative approval, technical sanction, acceptance of tenders and sanction to the sale of surplus articles. The question of powers will arise if the proposals regarding reorganisation of the P.W.D. are accepted. Assuming that the proposals will be given effect to, the question of powers may be considered.

2. The statement accompanying Government Resolution No. 5745/36, dated the 18-6-1947, as modified by Government Resolution No. 5745/36-IV, dated the 8-3-1948 shows the increased powers recently delegated to the P.W.D officers in respect of administrative approval, technical sanction, acceptance of tenders etc. As the Chief Engineer will be the technical adviser of Government, it is recommended that there should be no limit to his power of technical sanction. This recommendation may be accepted.

3. The Committee has recommended that the powers to accord administrative approval in respect of irrigation and public health works should also be augmented to the limit of Rs. one lakh and he should have full powers to accept tenders without any limit and sanction the sale of surplus articles at their full value. The present powers of administrative approval in respect of irrigation and public Health Works are Rs. 50,000 and Rs. 25,000 respectively As the Chief Engineer will be the technical head of the Department, it is for consideration whether the delegation of higher powers as suggested by the Committee may be accepted.

4. In the proposed re-organisation there will be one Chief Engineer and two Deputy Chief Engineers. The Committee recommends that if the two Deputy Chief Engineers are to render effective help to their Chief and give him relief in the transaction of routine duties, it would be necessary

to .....

to invest him with the same powers as the Chief Engineer, to be exercised subject to his general control and supervision. If the Chief Engineer is not to be overburdened with work, it would be necessary to delegate the powers subject to the general supervision and control of the Chief Engineer. It is for orders whether the Committee's recommendation may be accepted.

5. It is recommended that the Special Engineer though working under the Deputy Chief Engineer concerned, should have considerable scope for independent action and his powers of sanction should be intermediate between those of a deputy Chief Engineer and an Executive Engineer. By Special Engineer, presumably the Committee refers to the officers like the Architect to Government and the Electrical Engineer to Government & the P.H.E. to Govt. These officers are of the rank of a Superintending Engineer and will be intermediate in rank between the Deputy Chief Engineer and the Executive Engineer. The Special Engineer may therefore be delegated the existing powers of a Superintending Engineer.

6. The Committee recommends that the powers of technical sanction of the Special Engineer for minor irrigation works should extend to Rs. ten lakhs, which is a fairly high limit for this class of works. There is no such post at present in the P.W.D. If and when created, on the analogy of the remarks made in para. 5 above, he will be of the Superintending Engineer's rank. The existing power of the Superintending Engineer to accord technical sanction for Irrigation Works is Rs. 2,00,000. In view thereof it is for consideration whether this limit may be raised to Rs. 10,00,000 particularly when in all probability the cost of the minor irrigation works will not exceed Rs. 10,00,000 in each case which is the limit laid down for minor irrigation work - vide Government Resolution, Agriculture and Rural Development Department No. 1314, dated 27-8-1947. If the recommendation is accepted it will in effect amount to delegating full powers to the Special Engineer. The

point is, however, for orders.

7. Incidentally the Committee feels that it would be desirable to raise the sanctioning powers of Executive Engineers and Sub-Divisional officers by about 50 p.c. in view of the increased cost of labour and materials, and in order to prevent too many references coming to head quarters for sanction on the abolition of Superintending Engineer's posts.

The proposal may be accepted.

8. The Electrical Commissioner with the Government of Bombay and the officers subordinate to him have been delegated certain powers in respect of the P.W.D. Manual. The question of giving him and the officers under him the same powers as are exercised by the corresponding officers of the P.W.D. was raised but the Secretary (Roads and Buildings) has recently noted that question should be considered by the new Department (viz. Industries and Trade) to which the Electric Grid works are recommended to be transferred by the Administrative Enquiry Committee.

9. F.D. may see the papers u.o.

Id/-
15/7/48.

Id/-
15/7/48.

Paragraphs

Papers 1 to 4 : Committees' recommendations may be accepted.

5 : The spl. engineers may have powers held by S.E.'s at present.

6 : The technical sanction powers of S.E. Minor Irrigation may be limited to Rs. 2,00,000 as in the case of other Spl. Engineers.

7 : Committees recommendation may be accepted.

8 : If it is decided to transfer El.grid to Trade & Industries Deptt. The latter may decide about the powers.

Secy.(I).

Id/-
16/7/48.

contd. ....

If the committee's recommendation of doing away with S.Es. is accepted, then the whole account procedure will need to be changed & corrections may have to be carried out to the code. In the tender forms, it has been laid down that there in case of a dispute the decision of the S.E. will be final. This will need a change. The A.G. will need to be consulted in the matter also. Bearing this in mind, I suggest

Para 2 - may be accepted. The Dy.Chief Engineer shd. have the presentx powers of the Ch.Engineer.

Para 3 - Higher powers may be given to the Chief Engineer. The present powers of the Ch.Engineer being given to Dy. Chief Engineer.

Para 4 - I do not think that the Dy.Chief should have the same powers as C.Es. The powers of Dy. C.Es. should be the ones which the C.E. has at present. The C.E.'s powers should be increased.

Para 5 - The committee does not refer to P.W.D. & El. Engineer as Spl.Engineer. They will remain as S.Es. & will have their present powers. The Spl.Engineers, if they are appointed for specific projects should have S.Es. powers.

Para 6 - The powers of the Spl.Engineers should be continued to the present powers of S.Es.

Para 7 - The powers of the E.Es. have been raised only in March 1948 and I do not personally consider it wise to raise the powers still further.

Para 8 - I consider that the implementation of the A.Es. proposals will take some months matters and the question of delegation of powers to the Elec.Commissioner & officers subordinate to him should not be postponed, till the trades and industry deptt. is established.

Id/-
16/7/48.

I agree. Id/-

U.O. to P.D. dt. 26-7-48.

Finance Department 'A'

The P.W.D. has made the proposals re: the delegation of powers to the Chief Engineer and other P.W.D.officers on the recommendations of the A.E.C. Please vide the P.W.D. Secy's foregoing note dated 16-7-48. The recommendations of the A.E.C. have been proposed to be accepted generally excepting the recommendations re: the powers of Ex. Engrs. which have been raised only in March 1948. The proposals seem reasonable and may be accepted.

2. It may however be presumed that the questions of delegation of powers to Elec. Commr. and officers subordinate to him will be separately taken up in consultation with this Department.

Id/-
4/8/48.

Id/-
4/8

W.R. to the P.W.D. dt. 4-8-48.

E.B.(R) P.W.D.

Further disposal of the case may be held up till the final decisions on the following points are reached:

1) Separation of functions of Chief Engr. from those of the Secretary

2) Creation of new posts of the Dy. C. Engrs.

Id/-
14/8/48.

Id/-
14/8/48.

Id/-
14/8

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SAP/-

9720/36
43070

E.B.(II). P. W. Deptt.

Resubmitted.

2. The following recommendations made by the A.E.C. have been accepted by the Council of Ministers:

(1) Separation of the functions of the C.E. & Secretary to Govt. P.W.D.(paras 115-116 of the Report).

(2) Appointment of one C.E.

It was also decided that for the present the posts of S.Es. should be retained and that arrangements should be made in the meantime which would gradually facilitate the replacement of S.Es. by two Dy. C.Es.

3. In view of the above decisions it will be only necessary to issue orders reg. the enhanced powers to be given to C.E. The recommendations of this Deptt. are as follows:-

(1) Power to accord technical sanction Full Powers.

(2) Power to accord administrative approval in respect of Irrigation and P.H. work. —— Rs.1,00,000.

(3) Power to accept tenders —— full powers.

(4) Powers to sanction

Sale of surplus.

Articles at their full value - Full powers.

4. The F.D. has accepted the proposals of this Deptt. It is, therefore, for consideration whether orders enhancing the powers of the C.E. as enumerated in para 3 above may now be issued.

These orders will take effect from the date from which the functions are actually separated.

Id/-
16/2/49. Id/-
16/2/49.

The orders enhancing the powers of the C.E. as enumerated in para 3 of the O.N. may now be issued (subject to the proviso that they will take effect from the date from which the functions of the Secy. and the Ch.Engr. are actually separated) after submission to the H.M. P.W.D.

Id/- Secy. Id/- Secy.(R.&.B.) Id/-
16/2/49. 18/2/49. 18/2

H.M. P.W.D. Id/-
21/2/49.

Id/- 22/2/49. Id/- Id/-
22/2 22/2

Powers:
Delegation of increased - to Chief Engineer, Public Works Department:
Orders regarding the

Government of Bombay.
Public Works Department.
Resolution No. 9720/36.
Bombay Castle, 2nd April 1949.

Read Government Resolutions, Public Works Department, No. 5745/36, dated the 18th June 1947 and No. 5745/36-IV, dated the 8th March 1948.

Read paragraph 256 of the Report of the Administrativ Enquiry Committee, 1948.

RESOLUTION : In partial modification of the orders issued in Government Resolutions, Public Works Department, No. 5745/36, dated the 18th June 1947 and the 5745/36-IV, dated the 8th March 1948, Government is pleased to delegate the Chief Engineer, Public Works Department, anhanced powers as shown in the accompanying statement.

2. These powers should however, be exercised by the Chief Engineer, Public Works Department, after the separation of the functions of the Chief Engineer and Secretary to Government, Public Works Department, and the appointment of the Chief Engineer.

By order of the Governor of Bombay,

(K.V.Joglekar),
Deputy Secretary to Government.

To

The Finance Department.
The Political and Services Department.
The Other Departments of Secretariat (except the Separate Department).
The Electrical Commissioner with the Government of B'bay.
The Superintending Engineers of Circles.
The Electrical Engineer to Government.
*The Architect to Government.
All Other Heads of Departments under the Several Department of the Secretariat.
The Accountant General, Bombay(through the Finance Deptt.
All Executive Engineers of Divisions.
The Director, Development Department Chawls.

*The Public Health Engineer to Government.

*Printed as an accompaniment.

No. of 1949.

Copy forwarded for information and guidance to.

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Accompaniment.....

Accompaniments to Government Resolution, Public Works Department, No. 9720/36, dated the 2nd April 1949.

Statement showing the enhanced powers delegated to the Chief Engineer, Public Works Department (March 1949)

| Serial No. | Nature of power. | Existing powers. | Extent of power delegated. | Remarks. |
|---|---|---|---|---|
| 1. | 2. | 3. | 4. | 5. |
| 1. | Power to accord technical sanction to original and revised estimates. | | | NOTE: The power of according technical sanction should be considered as being ex-clusive of the charges for Establishment and Pools and Plant. |
| | I Roads and Buildings and Public Health WORKS | | | |
| | (1) Original Civil Works. | 2,00,000 | Full powers. | |
| | (2) Central Military Works. | 50,000(Except for Public Health Works) | Full powers. | |
| | (3) Special Tools and Plant. | 2,00,000 | Full powers. | |
| | (4) Excess over estimates. | Upto 5 percent of the detailed estimate or Rs.3,000 in each case on all works irrespe/ctive of the total of the sanctioned estimate. | Full powers. | |
| | II Irrigation Works. | | | |
| | (1) Detailed working extimates for works included in general project estimate or in any subsidiary estimate subsequently sanctioned by competent authority under the head '68'. | | | Provided the amount of detailed estimate is within the projedt provision. |
| | (2)Works chargeable to the open capital accounts of projects, the corstruction estimates of which have been closed and which are classified under the head " 68 ". | 2,00,000 | Full Powers. | Provided that amount of detailed estimate is within the project provision. |
| | (3) Works classified under Heads "XVII" and "18" | 2,00,000 | Full powers. | |
| | | 2,00,000 | Full powers. | |

No. WM. 85/401 Bombay, the 6th May 1949.

From: The Accountant General, Bombay.

To: The Secretary to Govt., Public Works Department, Bombay.

Subject: Powers : Delegation of increased to Chief Engineer, P.W.D. Orders regarding the -

Sir,

I am to refer to para 2 of the G.R.P.W.D.No. 9720/36 dated 2.4.49 and to request the favour of being informed of the date by which the separation of the functions of the Chief Engineer and Secretary to Govt. P.W.D. has been expected to be effected.

2. It is also further requested that this office may kindly be furnished with 9 copies of the G.R. under reference if spare copies thereof are available.

Yours faithfully,

Sd/- P. D. Naik.
Asstt: Accounts Officer.

9720/36/30872

E.B. (II) P.W.D.

Submitted with a draft for approval.

Id/-
14.5.49

Id/-
14.5.49.

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| 1 | 2. | 3. | 4. | 5. |
|---|---|---|---|---|
| | (4) Special Tools and Plant. | 2,00,000 | Full powers. | |
| | (5) Excess over estimates. | Same as for Roads and Buildings. | Full powers. | |
| 2. | Power to accord administrative approval in respect of Provincial Works. | | | |
| | (1) Roads and Buildings / Provincial Civil Works in Connection with residential buildings and Govern/ ment House. | 10,000 | 10,000 | NOTES: 1( The powers of accor ding administrati e approval should be considered as being exclusive of the charges for tools and Plant. 2ϕ The Powers are subject to existing provision, NOTE for (2) and (3). Provided funds duly sanction in the budget are available at the disposal for such works |
| | (2) Roads and Buildings / other than residential Buildings and Government House. | 1,00,000 | 1,00,000 | |
| | (3) Irrigation Works Works Classified under the heads "XVII", "18" and "68" other than Residential Buildings. | 50,000 | 1,00,000 | |
| | (4) Public Health Works. | 25,000 | 1,00,000 | |
| 3. | Powers to accept tenders. | 10,00,000 | ~~1,00,000~~ | |
| 4. | Power to sanction scale of surplus articles at the site of work at their full value. | 5,000 | Full Powers. | |

W.W.W./-

Letter.

9720/36/30872

No. 9720/36 - E(II)

P.W.D.
B.C., 16th May 1949.

To

The A.G., Bombay.

Subject: Powers: Delegation of increased to the Chief Engineer, P.W.D. - orders - regarding the - - .

Reference Your letter No. WM 85/401, dt. the 6th May 1949.

2. So far, no decision has been taken regarding the date by which the separation of the functions of the Chief Engineer and Secretary to Govt. P.W.D., may be effected. The question is still under the considera-tion of Govt.

3. Nine copies of G.R., P.W.D., No. 9720/36, dt. the 2nd April 1949, are enclosed.

D.A. Copies of G.R.

By order of etc.

Id/-
14.5.49

Id/-
14.5.49-

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No. WM/85/1077 Office of the Accountant General
Bombay, dated 1.7.1949.

To

The Secretary to Government,
P.W.D. Bombay.

Subject: Powers delegation of increased to the Chief Engineer, P.W.D. Orders re; the.

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Sir,

I am to refer to Government of India, P.W.D. No. 9720/36-E.II, dated 16.5.49, and to request that a copy of para 256 of the Report of the Administrative Enquiry Committee 1948, mentioned in the preamble of G.R.P.W.D. No. 9720/36, dated 2.4.49, may kindly be furnished to this office for information.

Sd/-
ASSTT: ACCOUNTANT GENERAL.

W.W.W./-

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